



Community Task Force Meeting

Department of Community Services
Transportation Division

March 11, 2019

Agenda

1. Introduction and Housekeeping
2. Welcome & Opening Remarks
3. Public Comment
4. NEPA 101
5. History of the Burnside Bridge
6. Current and Upcoming Activities
7. Community Task Force Work Plan
8. Final Group Charter
9. Next Steps



1. Intro and Housekeeping



2. Opening Remarks

- November 1 – BCC adoption of Feasibility Study findings
- Collaboration with other agency projects
- Metro survey “Views of Key Transportation Issues in Metro Region”

Board recommends four options for an earthquake-ready Burnside Bridge

November 2, 2018

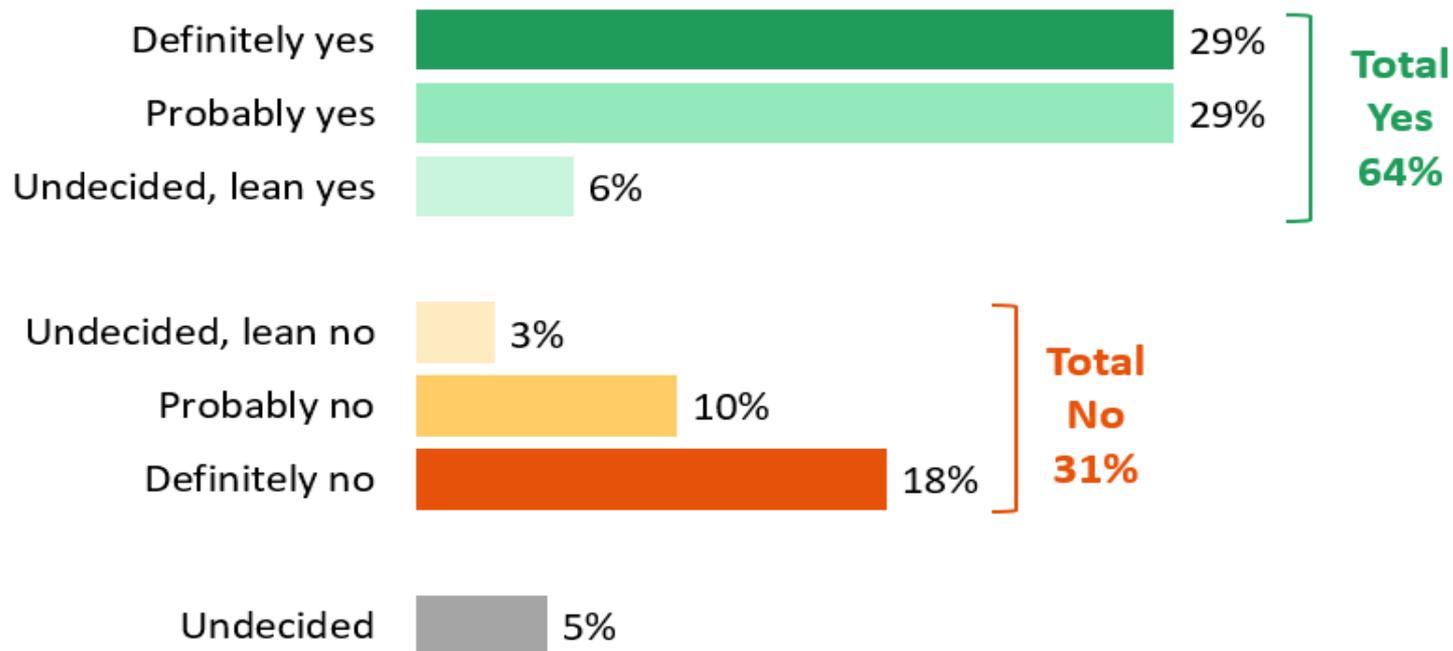
On November 1 Multnomah County Commissioners moved a step closer to helping the Portland region prepare for a Cascadia Zone earthquake. The Board of County Commissioners recommended four options be studied for a Burnside Bridge crossing that can remain in operation after a major earthquake. The board also recommended a purpose and need statement for the project’s environmental review phase. The Federal Highway



2. Opening Remarks – Metro Survey

Nearly two-thirds of voters back a measure in concept, but support is soft.

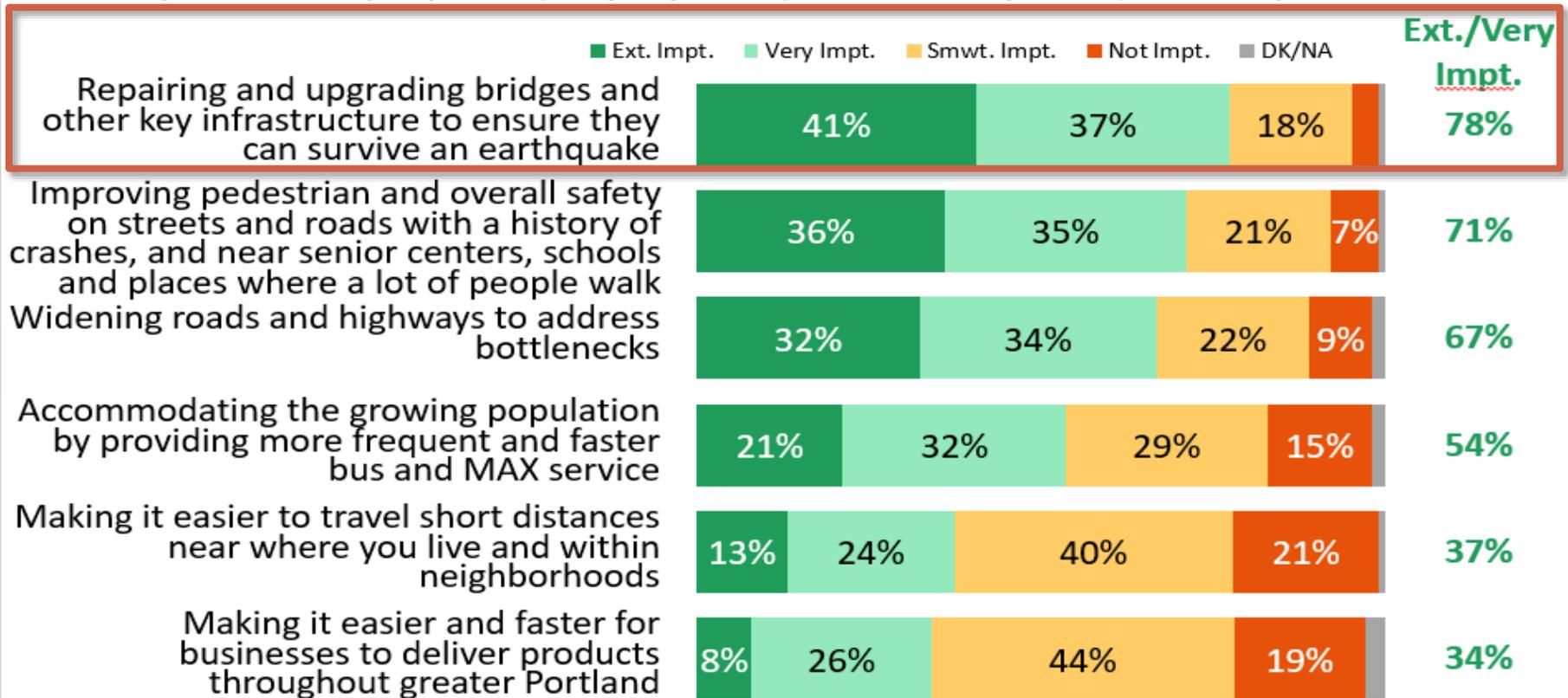
In general, do you think you would vote yes or no on a measure of this type?



2. Opening Remarks – Metro Survey

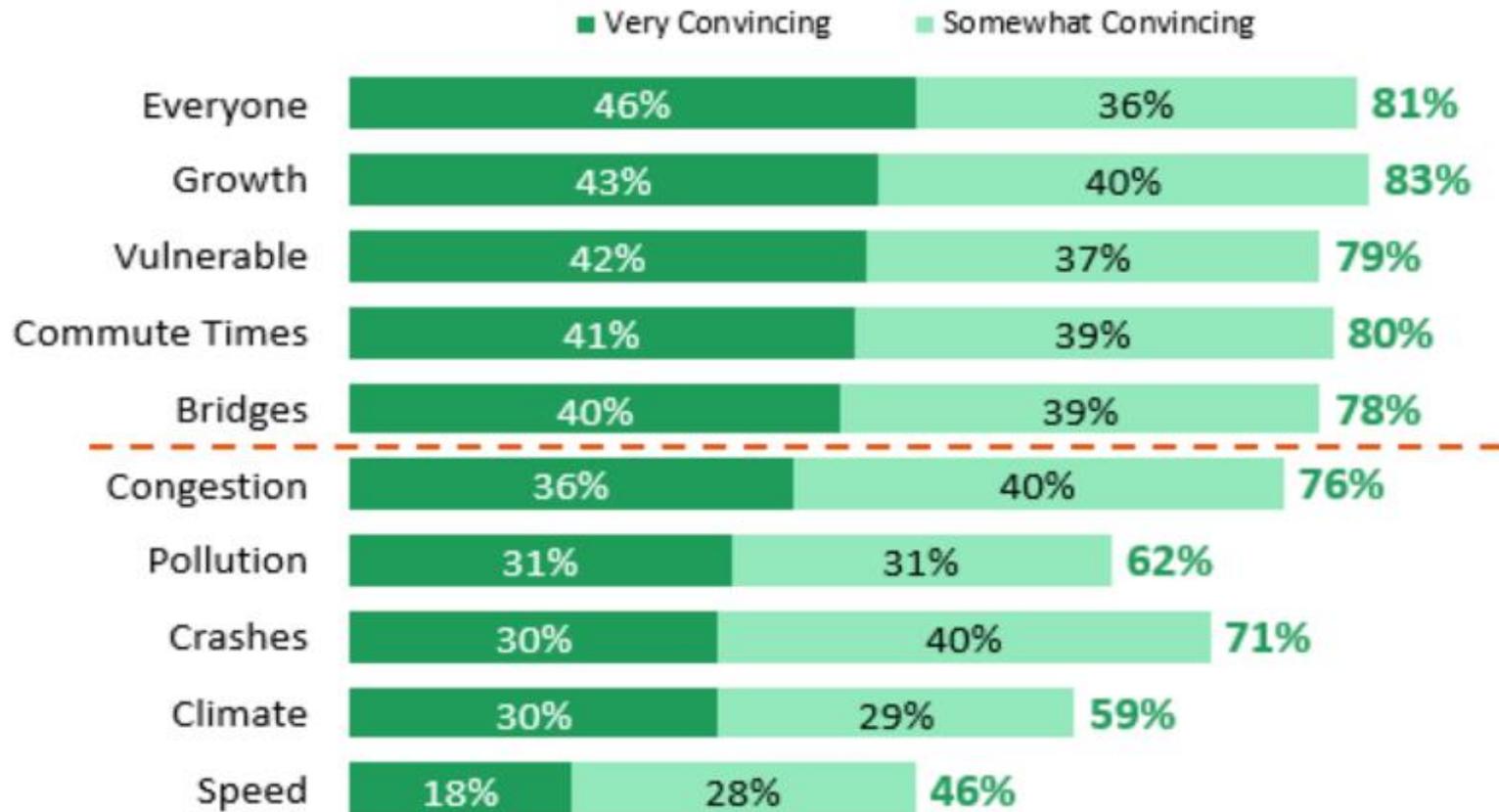
Seismic repairs and safety improvements are high priorities to seven in ten or more.

I am going to read you six major goals that might be pursued if additional funding for transportation were available in the greater Portland area. Please tell me how important the goal is to you: extremely important, very important, somewhat important, or not important at all.



2. Opening Remarks – Metro Survey

Messages that focus on providing options or validate voters' views of growth and traffic congestion perform best overall.



3. Public Comment





NEPA 101

What is NEPA and How Can I Get Involved?

March 2019

4. NEPA 101

- What is NEPA and what is its purpose?
- What does NEPA require and when does it apply?
- What are the roles of different agencies?
- What triggers an EIS and what goes into it?
- What's our project's NEPA process?
- How can people participate in the process?



4. NEPA 101: What is the Purpose of NEPA?

Basic national policy for protection of the environment

"To declare national policy which will encourage productive and enjoyable harmony between man and his environment; to promote efforts which will prevent or eliminate damage to the environment and biosphere and stimulate the health and welfare of man..."

National Environmental Policy Act, 1970



4. NEPA 101: What Does NEPA Require?

- Requires federal agencies to ensure that environmental factors are considered in their decision making:
 - Prepare a report on the environmental effects of proposed federal agency actions **BEFORE** they occur
 - Be multi-disciplinary in analysis
 - Coordinate with other agencies; gather public input
- Establishes the Council on Environmental Quality
- Each federal agency develops implementing procedures



4. NEPA 101: When Does NEPA Apply?

- Federal agency actions
- Private, local or state proposals that require a federal agency action (permit, funding, lands)



4. NEPA 101: What are Agency Roles?

- NEPA Lead Agency roles
 - FHWA as Federal NEPA lead
 - ODOT and Multnomah County as joint NEPA leads
- Cooperating agency roles
- Participating agency roles



4. NEPA 101: What are Agency Roles?

Agency	Status	Participating/ Cooperating
City of Beaverton		Participating
City of Gresham	Accept	Participating
City of Portland	Accept	Participating
Clackamas County		Participating
Confederated Tribes of the Grand Ronde	Accept	Participating
Confederated Tribes of Siletz Indians		Participating
Confederated Tribes of the Umatilla Indian Reservation		Participating
Confederated Tribes of the Warm Springs		Participating
Confederated Tribes and Bands of the Yakama Nation		Participating
Cowlitz Indian Tribe		Participating
Federal Aviation Administration	Decline	Cooperating
Federal Emergency Management Agency, Region 10	Accept	Participating
Metro	Accept	Participating
National Marine Fishery Service	Decline	Cooperating
National Park Service		Cooperating
Nez Perce Tribe		Participating

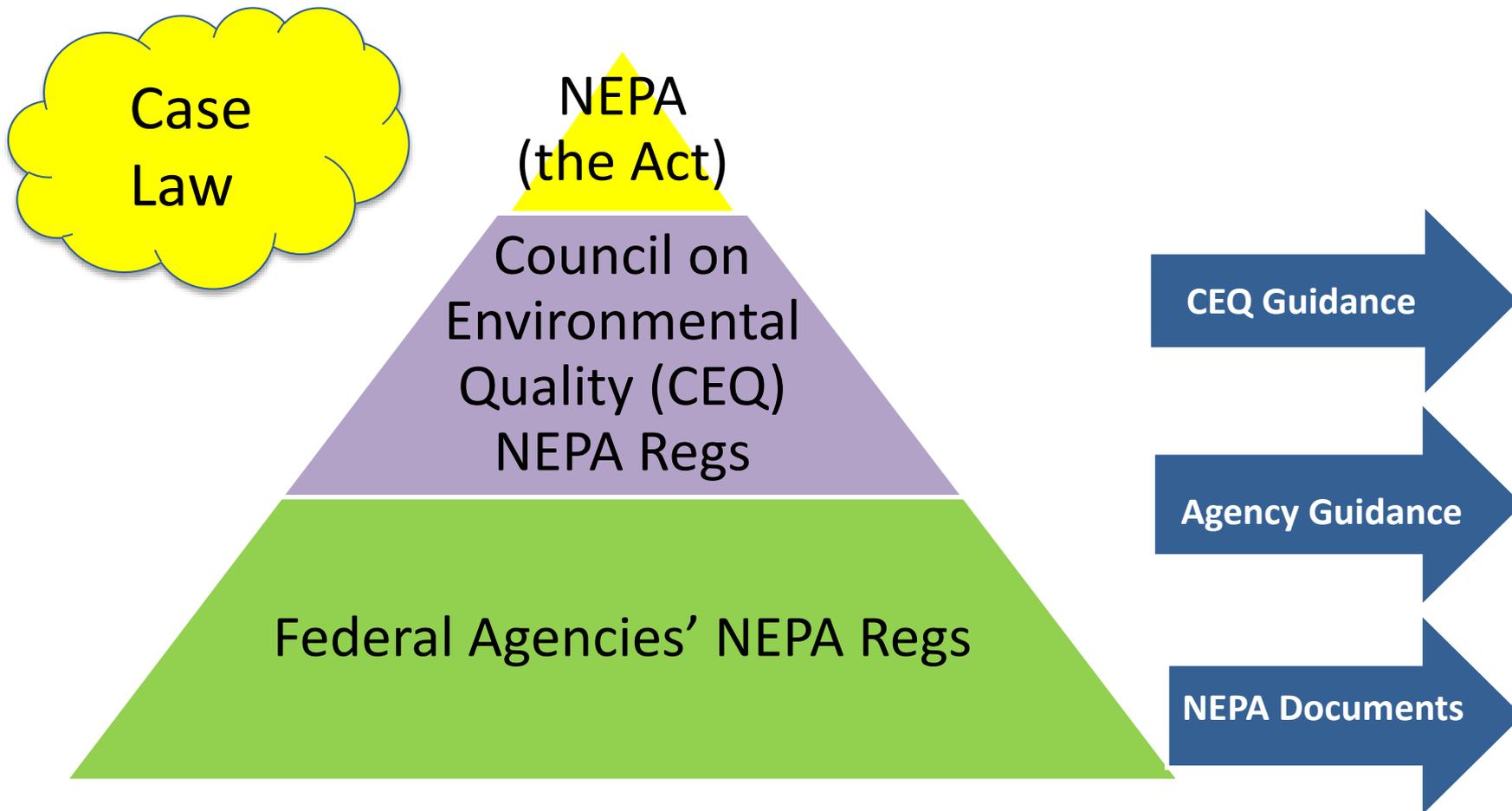


4. NEPA 101: What are Agency Roles?

Agency	Status	Participating/ Cooperating
Oregon Department of Environmental Quality	Accept	Participating
Oregon Department of Fish and Wildlife	Decline	Participating
Oregon Department of State Lands	Accept	Participating
Oregon Department of Environmental Quality	Accept	Participating
Oregon Office of Emergency Management	Accept	Participating
Oregon State Historic Preservation Office	Accept	Participating
Port of Portland	Decline	Participating
Portland Streetcar	Accept	Participating
Prosper Portland	Accept	Participating
TriMet	Accept	Participating
United States Corps of Engineers	Accept	Cooperating
United States Coast Guard		Cooperating
United States Fish and Wildlife Service	Accept	Participating
United States Environmental Protection Agency	Decline	Cooperating
Washington County	Decline	Participating



4. NEPA 101: NEPA Laws and Regulations



4. NEPA 101: When is an EIS required?

- 3 kinds of NEPA “projects,” each with particular requirements for process and documentation:
 - Categorical Exclusion = CE
 - Environmental Assessment = EA
 - Environmental impact statement = EIS
- An EIS is required when a covered, proposed action is likely to have a significant effect on the environment



4. NEPA 101: Significance

- Context
- Intensity
- Factors
 - beneficial and adverse
 - impact on public health or safety
 - unique characteristics of geographic area
 - degree of controversy, uncertain/unknown risks
 - precedent setting
 - individually insignificant but cumulatively significant
 - threatened or endangered species or critical habitat



4. NEPA 101: What goes into an EIS?

- Purpose and Need
- Range of Alternatives
- No-build Alternative
- Alternatives considered but not carried forward
- Impacts analysis: direct, indirect and cumulative
- Mitigation
- Agency and public coordination



4. NEPA 101: Purpose and Need

Need	Purpose
<p>The next Cascadia Subduction Zone earthquake is expected to:</p> <ul style="list-style-type: none"> • Damage all of the downtown Portland Willamette River bridges and/or their approaches, rendering them unusable. • Cause I-5 viaducts on the east side to collapse onto all of these bridge approaches, except the Burnside Bridge approach. 	<p>Create a seismically resilient Burnside Street lifeline crossing of the Willamette River that will remain fully operational and accessible for vehicles and other modes of transportation immediately following a major CSZ earthquake</p>



4. NEPA 101: Environmental Study topics

- Land Use
- Economics
- Displacements and Relocations
- Transportation (motor vehicles, bicycles, pedestrians, ADA, transit and rail)
- River navigation
- Neighborhoods and Social Environment
- Environmental Justice and *Equity
- Visual Resources
- Parks and Recreation
- Archaeological and Historic Resources
- Public Services
- Utilities
- Soils and Geology
- Hazardous Materials
- Air Quality
- Noise and Vibration
- Waters/Stormwater
- Hydraulics
- Vegetation
- Wildlife
- Aquatic Species
- Endangered Species
- Cumulative Impacts
- Costs
- *Sustainability and *Climate Change
- *Health Impact Assessment



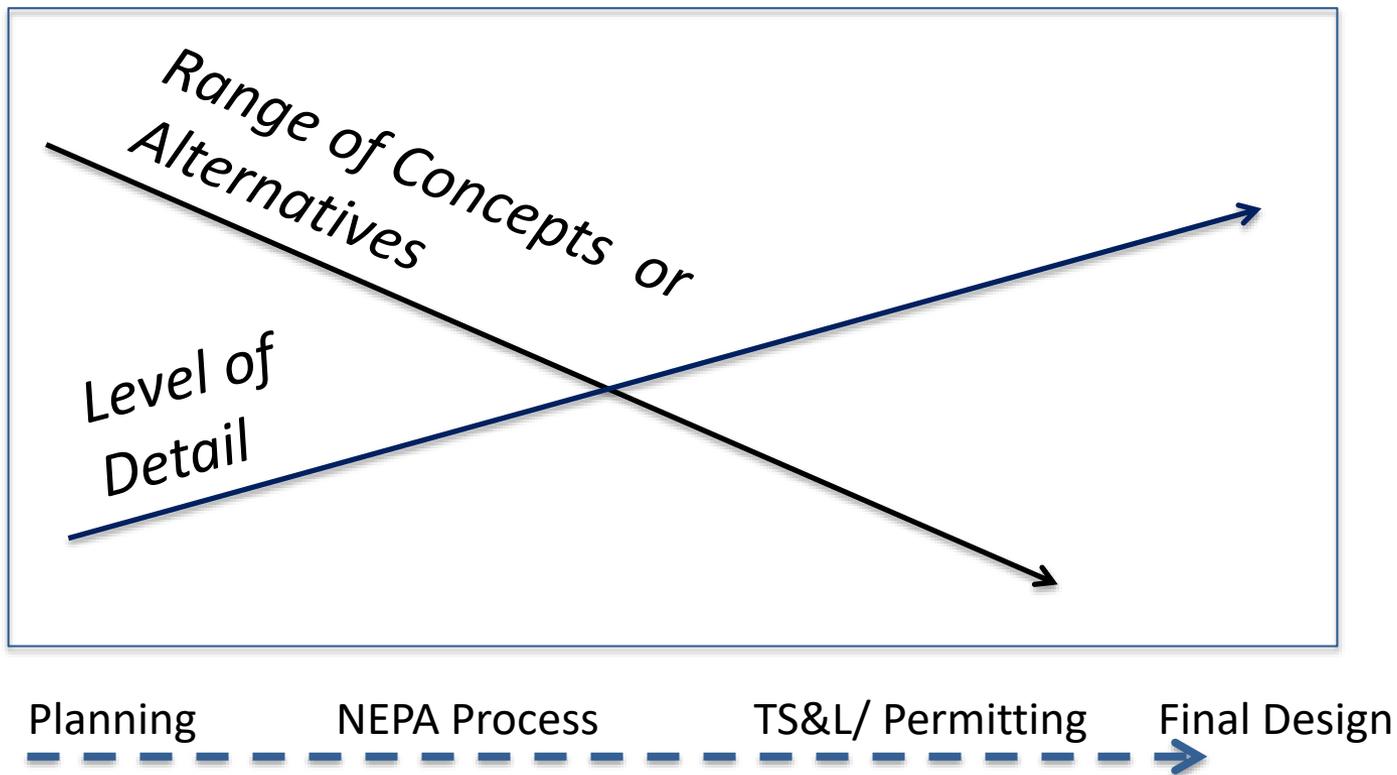
**These elements or areas of study are not necessarily standard for an EIS but will be included to address specific County or City policies or values.*

4. NEPA 101: Environmental Study topics

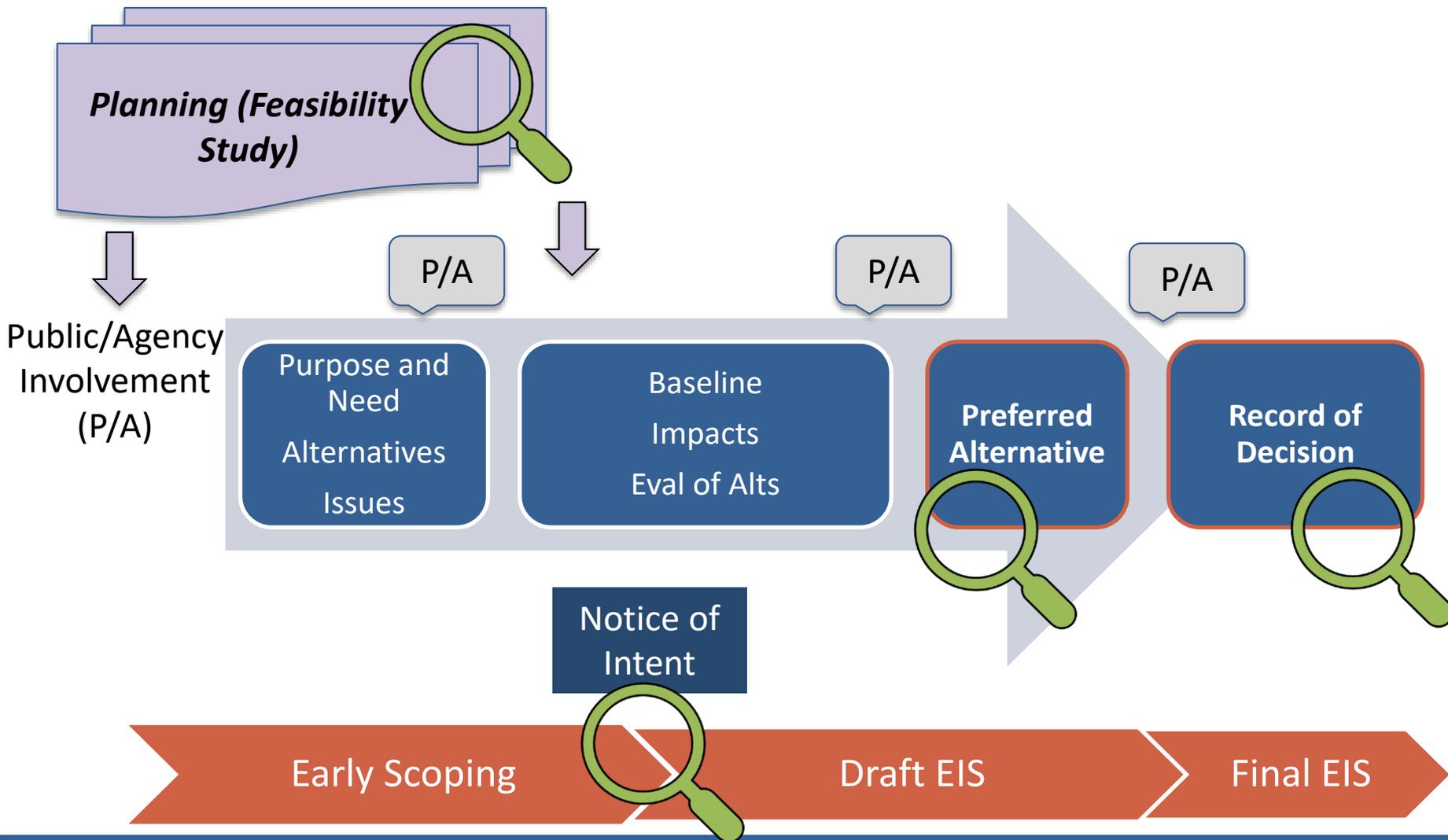
Visual Tools



4. NEPA 101: Level of Design Detail



4. NEPA 101: Burnside EIS Process



Provide comments/input on:

- Involvement and analysis methods
- Need and purpose of the project
- Alternatives to consider
- Issues/resources to consider
- Impacts and measures to avoid, minimize or mitigate impacts
- Preferred Alternative



4. NEPA 101: Effective Input

Provide input, **AND** give the rationale:

Consider this resource!	What's important about that resource? How should it be considered?
Add a new alternative!	What will be gained by adding it? How would it better address the purpose and need?
The analysis is inadequate.	How might additional information/analysis change findings?
We need certain mitigation!	What impact would be minimized? How would it benefit?
This is the best alternative!	Why? What's better?



4. NEPA 101

Tribal Coordination

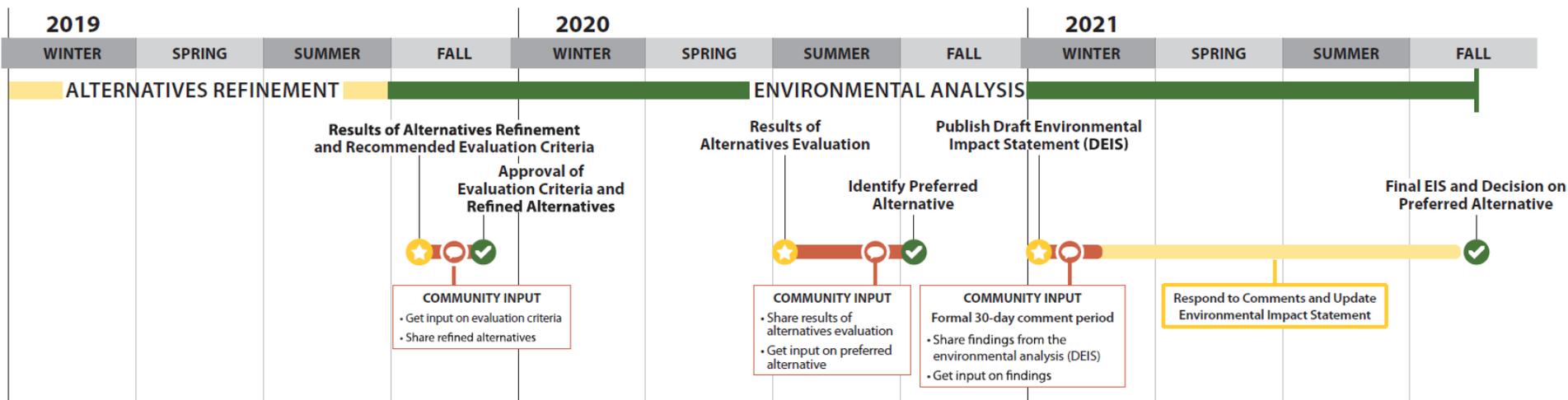
- Government to government consultation
- Tribes with interests in the project area
- Other coordination with tribes



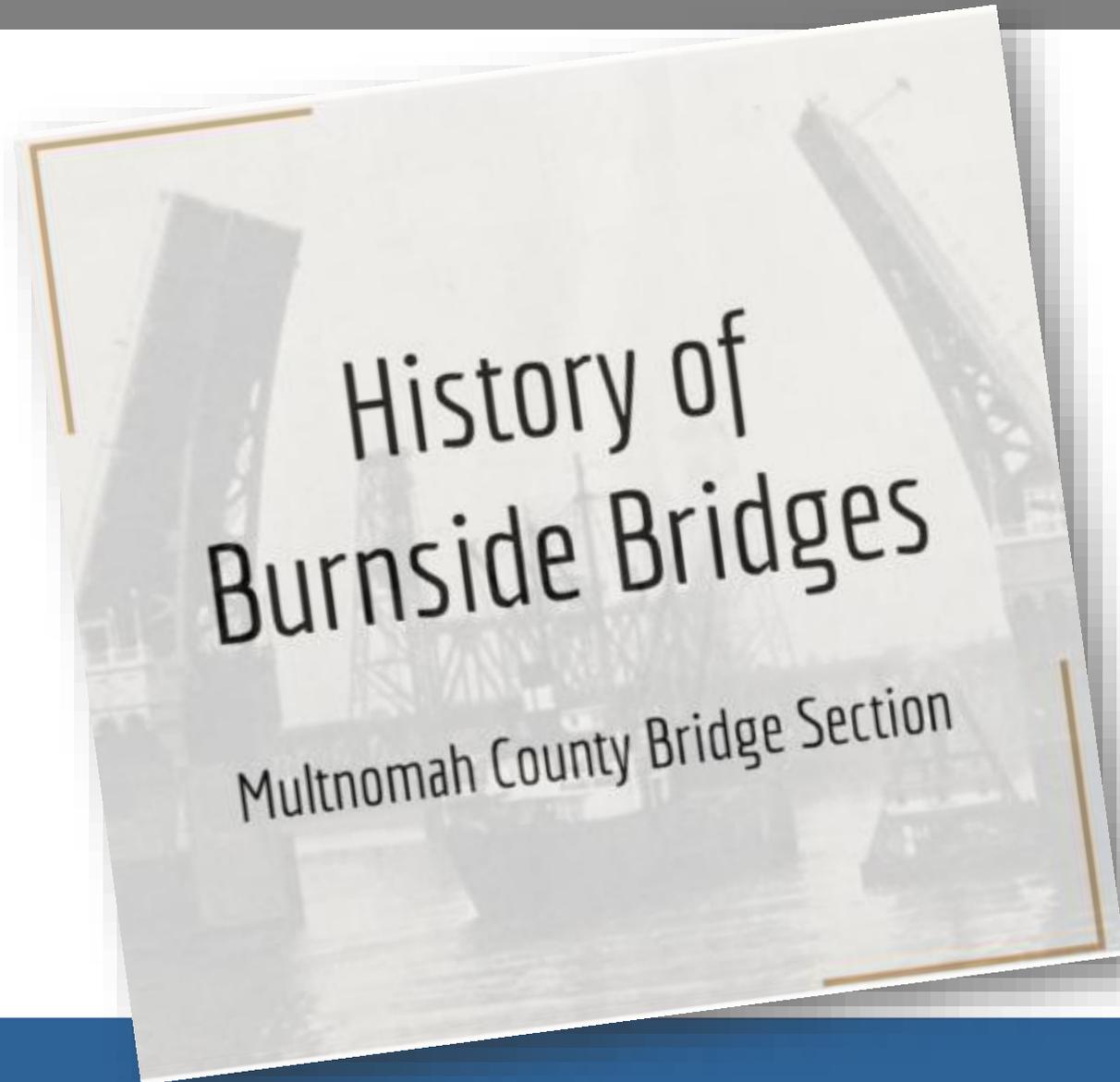
4. NEPA 101

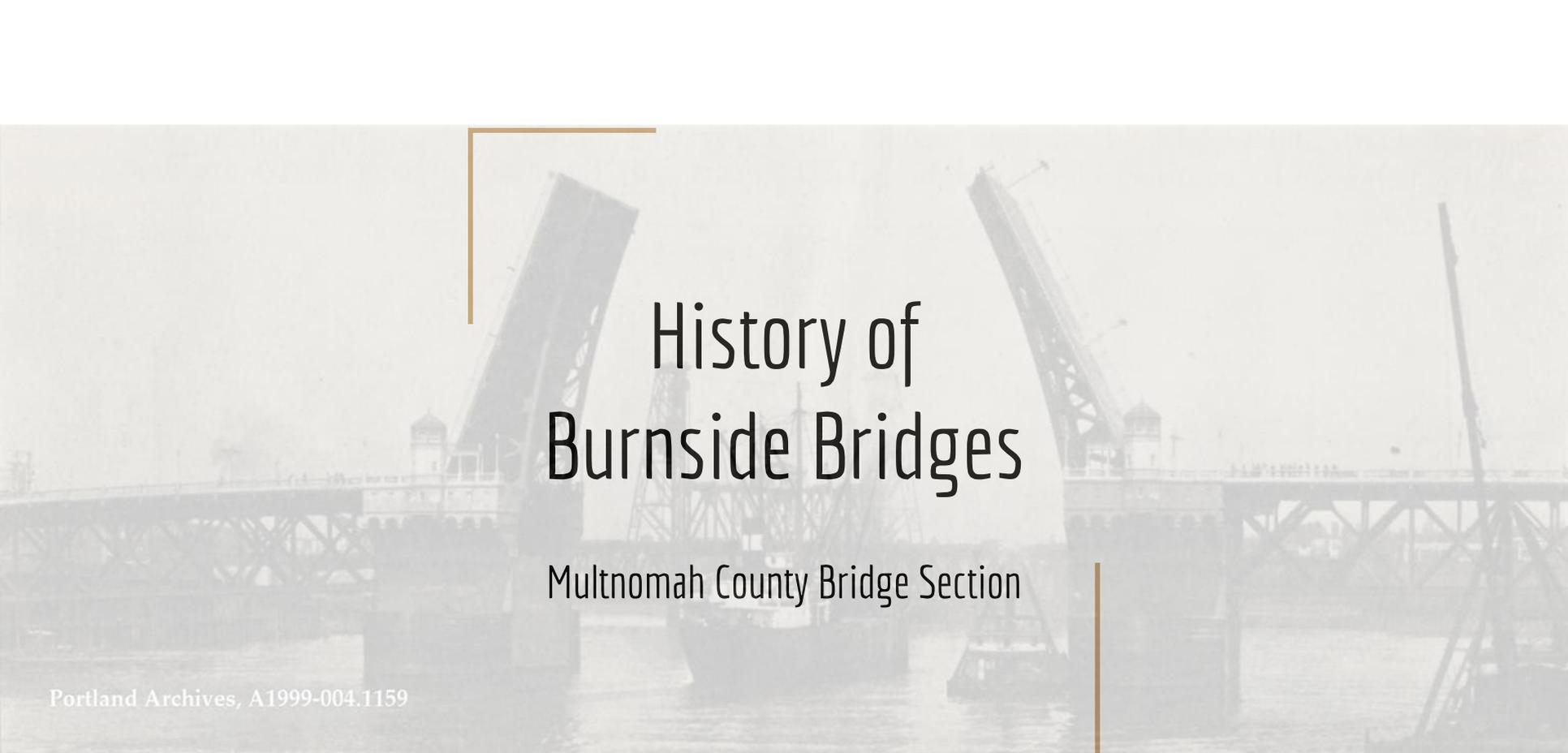
Timeline

Environmental Review Process



5. History of the Burnside Bridge





History of Burnside Bridges

Multnomah County Bridge Section

Portland Archives, A1999-004.1159

Bridgetown

“Portland’s relationship to the Willamette River goes back to the town’s founding. Over a century and half development, the river, and the bridges that cross it, have played a major role in defining the city economically, socially, and visually ”

-From the National Registry of Historic Places:
Willamette River Highway Bridges of Portland, Oregon

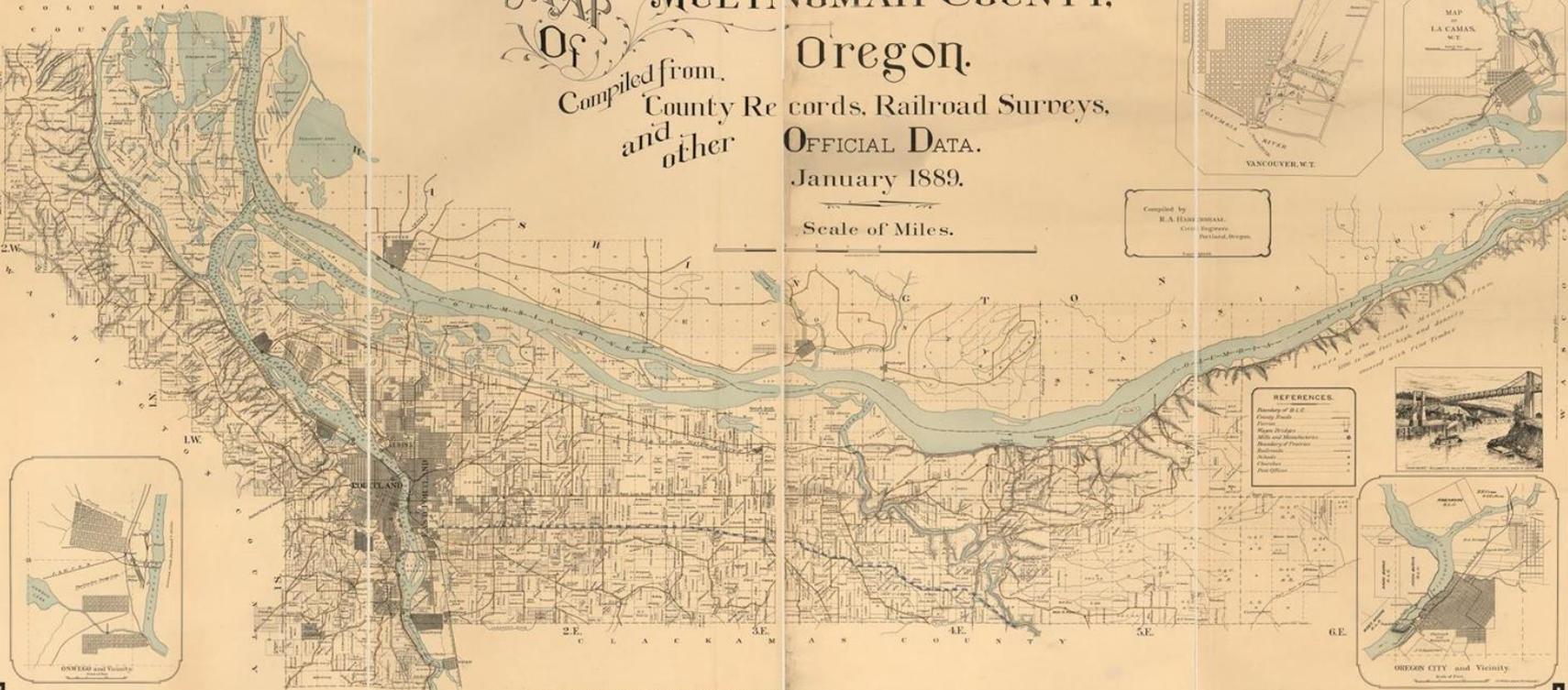
MAP OF MULTNOMAH COUNTY, Oregon.

Compiled from County Records, Railroad Surveys, and other OFFICIAL DATA.

January 1889.

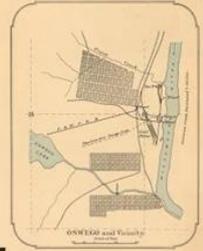
Scale of Miles.

Compiled by
E. A. HARRISSON,
Civil Engineer,
Portland, Oregon.



REFERENCES

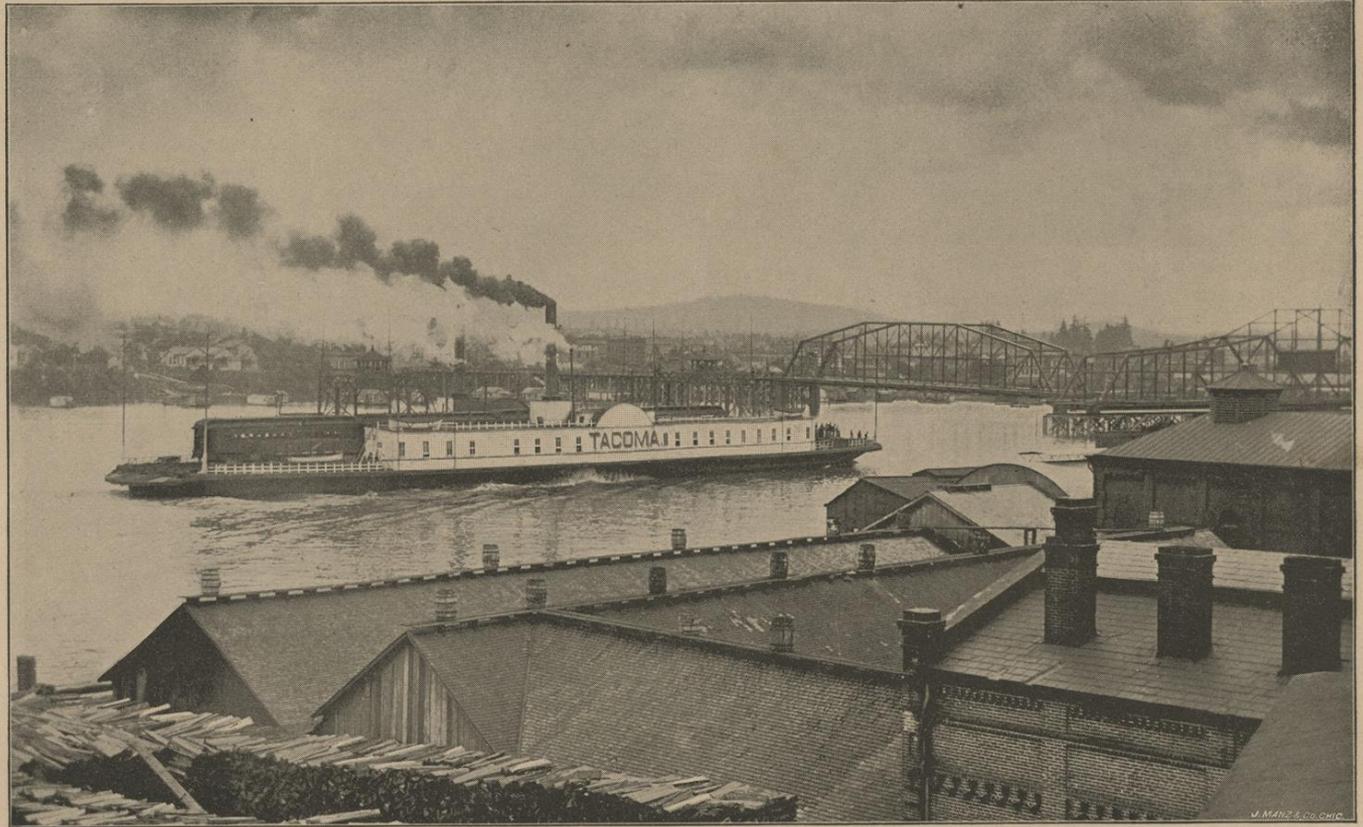
Authority of U.S.C.	.....
County Books	.....
City Records	.....
U.S. Geological Survey	.....
U.S. Army Engineers	.....
U.S. Navy Hydrographic	.....
U.S. Coast and Geodetic	.....
U.S. Fish and Game	.....
U.S. Forest Service	.....
U.S. Reclamation	.....
U.S. War Department	.....
U.S. Interior Department	.....
U.S. Department of Agriculture	.....
U.S. Department of Commerce	.....
U.S. Department of Education	.....
U.S. Department of Justice	.....
U.S. Department of Labor	.....
U.S. Department of State	.....
U.S. Department of the Interior	.....
U.S. Department of the Navy	.....
U.S. Department of the Army	.....
U.S. Department of the Coast and Geodetic Survey	.....
U.S. Department of the Fish and Game Commission	.....
U.S. Department of the Forest Service	.....
U.S. Department of the Reclamation Service	.....
U.S. Department of the War Department	.....
U.S. Department of the Interior	.....
U.S. Department of the Navy	.....
U.S. Department of the Army	.....
U.S. Department of the Coast and Geodetic Survey	.....
U.S. Department of the Fish and Game Commission	.....
U.S. Department of the Forest Service	.....
U.S. Department of the Reclamation Service	.....
U.S. Department of the War Department	.....



OREGON CITY and vicinity

The First Burnside Bridge

7/4/1894



Portland Archives, A2004-002.692

The Northern Pacific transfer boat "Tacoma" approaching the draw of the Burnside street bridge, transferring a train-load of passengers from Kalama, Wash., to the Jefferson street docks.

Changes in Transportation and Population

94

RAPID TRANSIT LINES

Portland's Fine System of Electric and Cable Cars.

COVER ALL PARTS OF THE CITY AND SUBURBS

The Electric Railways and Their Connections—Possibilities of Extension—The Long-Distance Roads—Lines Lead in All Directions From the Business Center.

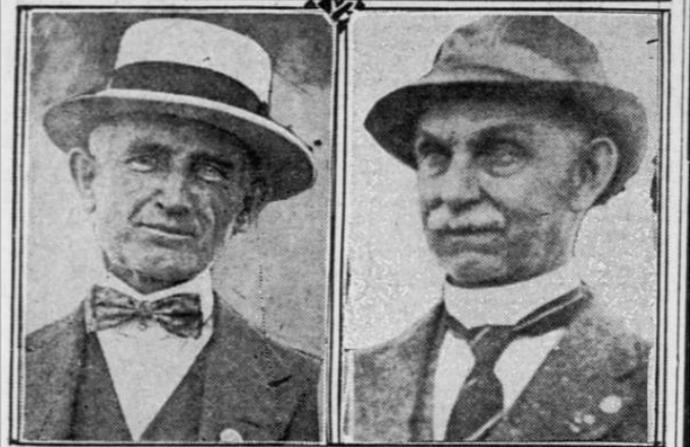
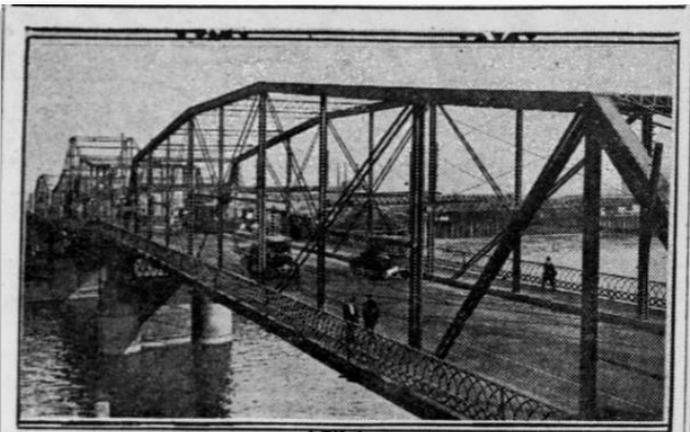
PORTLAND'S location is favorable for the maintenance of a complete system of rapid-transit lines, covering not only all parts of the city, but also outlying suburbs and the farms within a radius of a dozen miles or more. The topography of the country immediately surrounding Portland especially favors the easy construction and economical operation of electric and steam motor lines of railroads, and, all of this adjacent district

Carothers. The original owners were Ben Holladay, Levi Estes and David Stimpson. Holladay, as before stated, furnished the rails, and Estes and Stimpson, who were operating a saw mill here at the time, supplied the lumber and ties. The road was completed and ready for operation early in 1852. The first cost of the line, including the equipment of 35 horses and 1200 cars, was about \$50,000. The cars cost \$100 each. The day on which cars were first run over the road was an important event in Portland's history. The entire town turned out for a ride in the hot-air cars, and the exciting incident of the ride of a mile, including the relief of an additional horse to get the car up the

A comparison of the volume of traffic over the Burnside bridge in 1899 and the amount of traffic crossing the bridge one day last week shows a tremendous increase during the present day, even under the restricted traffic regulations.

On one day in August, 1899, a total of 750 teams and wagons and horse-drawn pleasure vehicles crossed the Willamette via the Burnside bridge. On the same day 3632 persons walked across the bridge, 121 street cars were operated over the bridge, and 906 head of livestock were led across.

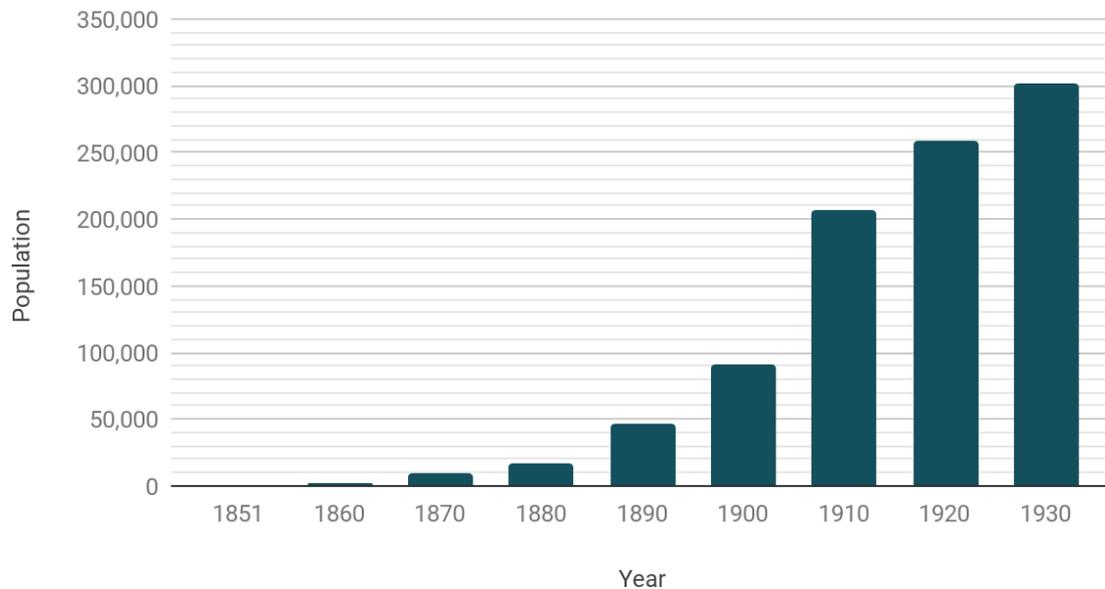
On one day last week a total of 2520 commercial vehicles, 5769 pleasure vehicles, 4203 foot passengers and 426 street cars used the Burnside bridge as a means of crossing the Willamette river.



FRANK G. FORBES, FOREMAN OF BRIDGE, AND HARRY STUTSMAN, WHO HAVE OPERATED BRIDGE SINCE DEDICATION.

Year	Population
1851	800
1860	2,874
1870	8,923
1880	17,577
1890	46,385
1900	90,426
1910	207,214
1920	258,288
1930	301,815

Portland Population



Recommendation for new Burnside Bridge - 1920

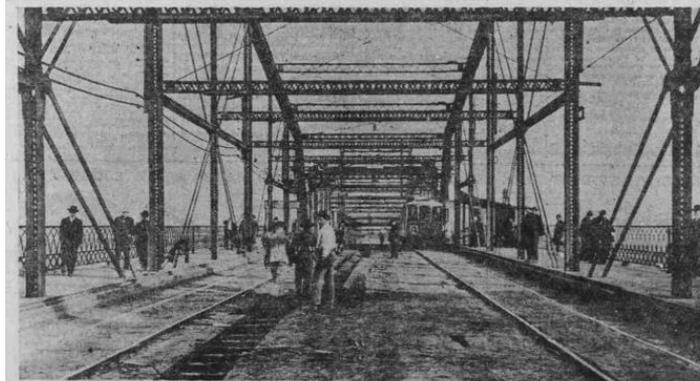
THE

LIVES IN PERIL ON BRIDGE

Crowded Cars Court Death by Passing Over Burnside Street Structure, Which Is Declared Rotten and Unsafe.

That 1,500 feet of the east end of the Burnside street bridge over which streetcars heavily loaded with passengers pass every minute is unsafe, is the opinion of Bridge Tender William Taylor, and Taylor's assertion is not as alarming as that of Engineer Harry Stutsman, who declares that the bridge

"No, I do not," he replied. The cost of repairing the bridge and making it safe is estimated by Engineer Stutsman at \$100,000. Half of this sum should be expended on the draw in replacing the draw rest, the timbers of which are so rotten that



BURNSIDE BRIDGE IS CLOSED TO TRAINS, BUT OPEN TO PEDESTRIANS AND STREETCARS.

Burnside bridge was closed to trains Monday for the beginning of repairs that will occupy the next three months. Only streetcars and pedestrians are now allowed to cross the bridge. A portable engine is stationed on the east approach, which is to be rebuilt, pulling the old piles out from the river bed, and an opening has been cut in the north end of the approach for the free operation of the engine. The entire east approach will be reconstructed from the ground up, as the present one has settled so low. Timbers are rotten and the approach, which is more than 100 feet long, has been pronounced unsafe. Work also was started Monday at the west end, where the slabs of the deck is being removed. The whole surface of the bridge will be paved with sand blocks. Some repairs also will be made to the draw frame and goring, parts of which are badly worn. According to an arrangement with Contractor Whelan, one streetcar track will be kept open for traffic, and pedestrians will be permitted to use the bridge at all times. It will take about 100 or 150 days to complete the entire job.

TALKS OF BRIDGE PROBLEM

CIVIL ENGINEER SOUNDS NOTE OF WARNING.

Three Structures Over Willamette Pronounced to Be Carrying Excess Tonnage Provided For.

That both Burnside and Morrison bridges are being overloaded by the growing traffic, is the opinion expressed by Harry Stutsman, an engineer, who has given the matter consideration. He says that the Burnside bridge was built to carry 500 pounds to the square foot, but that at present it is carrying loads constantly that aggregate 1500 pounds a square foot. Travel over the Burnside bridge is very heavy at times. On Morrison bridge the congestion is not yet quite so great, but it is growing. This engineer made the remark in the way of warning.

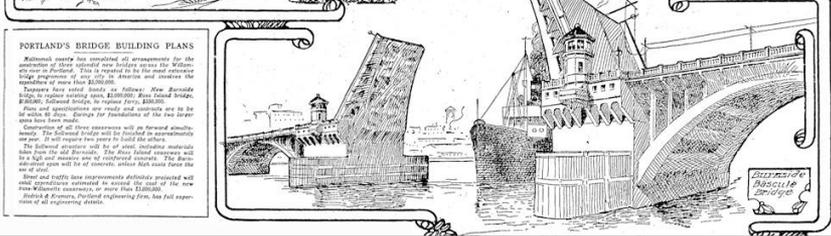
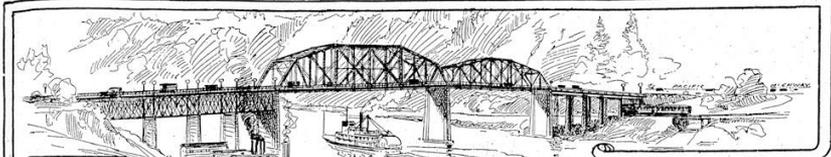
Portland is already in a serious condition so far as bridges across the Willamette River are concerned. We may have to go back to ferries. The Madison bridge is worn out and may go down before it can be replaced. Burnside bridge is carrying three times the traffic it was built to carry and the Morrison bridge is already being heavily loaded. The railroad bridge is nearly gone, and yet carries heavy loads every day. I am informed that as high as six sets of plans for a new one to replace the railroad bridge have been drawn, and that there is a chance that it may not have a double deck for its cables.



Political Scandal

Portland Archives, A1999-004.1159

Multnomah County's \$5,000,000 Bridge Programme



PORTLAND'S BRIDGE BUILDING PLANS

Multnomah county has completed all arrangements for the construction of three vital new bridges across the Willamette river in Portland. This is expected to be the most extensive bridge program in the city's history. The estimated cost of the program is more than \$5,000,000.

Plans to replace existing piers, \$1,000,000; new Burnside bridge, to replace existing piers, \$1,000,000; new Sellwood bridge, to replace existing piers, \$1,000,000; new Ross Island bridge, to replace existing piers, \$1,000,000.

Plans will also include the new river and concrete way to be built within 10 days. Storage for foundations of the two new bridges has been made.

Construction of all three structures will be toward completion by the end of the year. The Sellwood bridge will be built in record time. The Burnside bridge will be of steel, including materials from the old Burnside. The new island structure will be of concrete, with a concrete way to be built within 10 days. The new river and concrete way will be of steel.

Plans and details have arrangements for the proposed will also include the new river and concrete way to be built within 10 days. The new river and concrete way will be of steel.

Plans and details have arrangements for the proposed will also include the new river and concrete way to be built within 10 days. The new river and concrete way will be of steel.

1922

Voters approve a \$5,000,000 bond to replace the Burnside Bridge, and build the new Ross Island and Sellwood Bridges

THE MORNING OREGONIAN. V

COUNTY COMMISSIONERS AS THEY LET \$5,000,000 OF CONTRACTS FOR THREE NEW PORTLAND BRIDGES.



LEFT TO RIGHT—J. HOWARD RANKIN, CHARLES S. RUDEEN (CHAIRMAN) AND DOW V. WALKER.

4/1/1924

Multnomah County Board of Commissioners open bidding

Less than 24 hours later

Two bids are submitted. One is swiftly accepted.

Backlash Grows

“Those who are putting over the deal are working fast, and unless something is done at once the taxpayers of the county and city are going to get a wonderful trimming.”

-Former Gov. Oswald West (1911-1915)



BRIDGE CONTRACT THREATENS FIGHT

Pacific Company Says It
Will Contest Action.

KREMERS IS AROUSED

Many Taxpayers Take Position
That Commission Acted Too
Hastily and Inadvisedly.

RECALL CANDIDATES PUZZLE PROMOTERS

Getting Right Type of Men
Real Problem.

SITUATION IS CANVASSED

Petitions Against County Commis-
sioners Printed and Ready
for Circulation.

PORTLAND, OREGON, 8

PRESSURE AGAINST BRIDGE DEAL GROWS

BOARD HEARS PROTESTS OF
CITY BUSINESS MEN.

Commissioners, as Result, Decide
to Delay for a Time Order
Closing Burnside Span.

Pressure from many sides was brought to bear yesterday upon the county commissioners to induce them to revoke the so-called collusive bridge contracts signed by them Tuesday. An immediate effect of this pressure was a promise from the commissioners that they would not close the Burnside bridge for the present.

The definite assurance that the big downtown span will not be put out of commission and turned over to J. H. Tillman for demolition was given a committee from the Portland Chamber of Commerce which visited the commissioners and was, for some reason, received behind closed doors.

4/6/1924

The Board of Commissioners rescinds the contracts

That same day

Petition to recall commissioners is issued. It quickly garners at least 18,000 signatures

4/13/1924

State Attorney General Isaac Van Winkle begins an investigation which leads to criminal charges

HEDRICK DRUNKARD, SAYS WIFE IN SUIT

Engineer Bitterly Attacked
in Cross-Complaint.

LONG SPREES CHARGED

Effort to Break Habit Held Fail-
ure; Mate Asks Alimony of
\$15,000 and \$250 Month.

CASH DISCLOSED IN BRIBERY CASE

\$28,500 Found in Box
of Robert E. Kremers.

STATE MAKES HARD DRIVE

Sensation Promised in Dow
V. Walker Trial.

PAPER IS MYSTERIOUS

Ashley J. Welton, Alleged Go-
Between in Bridge Deal, Will
Be Star Witness Today.

5/16/1924

All three commissioners are voted
out by a strong majority

A few days later

Kremers, Walker and Rudeen are
acquitted of all charges

Obituary.

Henry Stutsman.

Henry Stutsman, engineer of the Burnside bridge for the last 30 years, died suddenly yesterday at his home, 409½



East Burnside street. He leaves two brothers and a sister. Mr. Stutsman was a native of Iowa and came to Oregon with his parents more than 40 years ago. The family resided at Salem. After a few years Mr. Stutsman came to Portland and became engineer of the old

east side water works at East Twelfth street and Hawthorne avenue. He was a member of the Washington Masonic lodge of this city and of the Portland lodge of Elks.

4/7/1924

Burnside Bridge engineer of 30 years dies suddenly at home



Gustav Lindenthal replaces
Hedrick & Kremers

Today's Burnside Bridge

5/28/1926



Thank you!



Want to get in touch?

Sara Mae O'Brien-Scott

Multnomah County Bridges

sara.mae.obrien@multco.us

6. Current & Upcoming Activities

Pre-NOI Tasks

Outreach

Methodology Reports

Plans and Policy Assessment

Preferred Alternatives Evaluation Framework

Initial Mitigation Concepts

No Build Definition

Environmental Baseline Reports

Design Approach Memos / Criteria

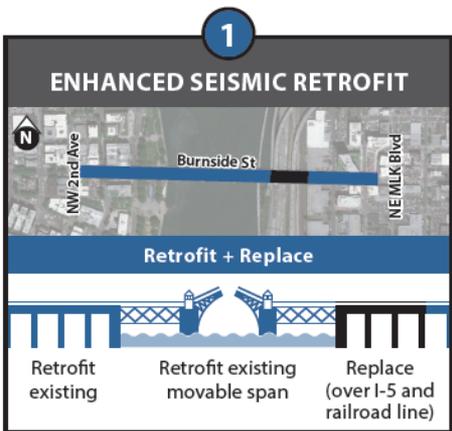
Technical Analyses

Alternatives Design Refinement and Drawings

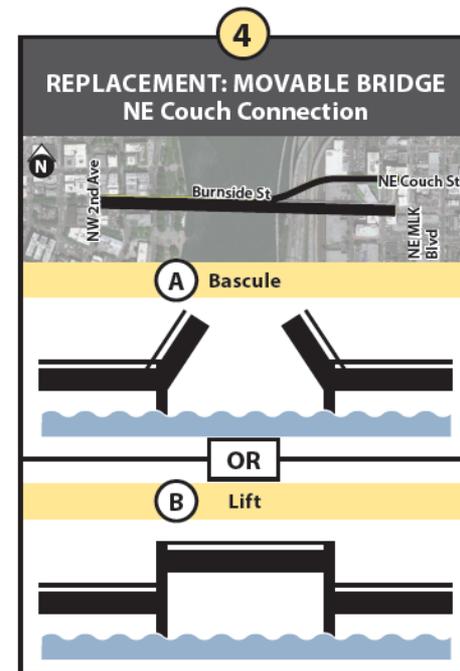
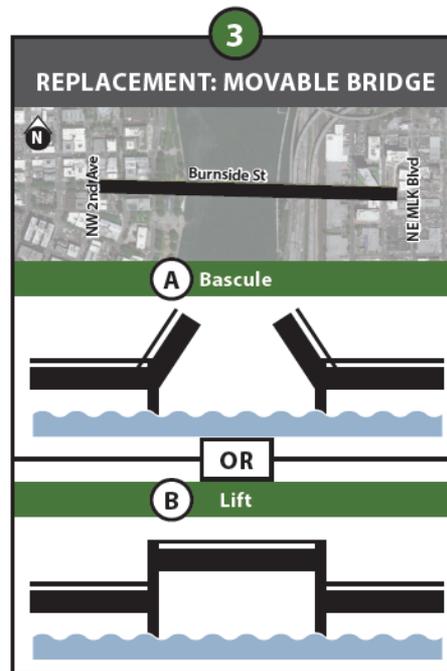
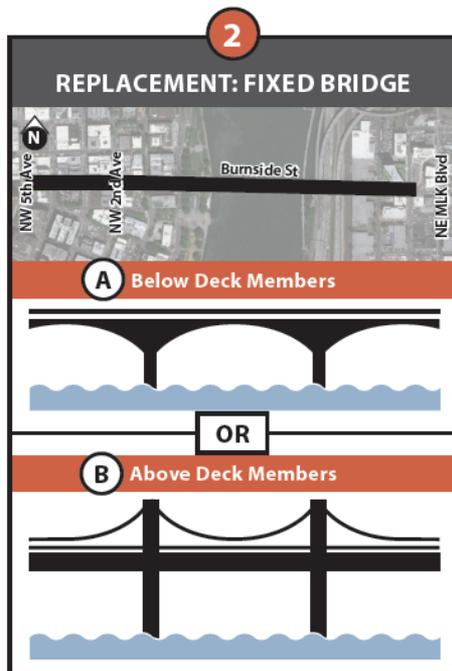


6. Current & Upcoming Activities

Alternatives Refinement



LEGEND █ Retrofit existing structure █ Replace structure



6. Current & Upcoming Activities



WORKING / FOCUS GROUP SCHEDULE



	JAN	FEB	MAR	APR	MAY	JUN	JLY	AUG	SEP	OCT	NOV	DEC	TBD
Roadway / Transit		2/25					•						
Multi-Modal				4/8	•	•	•	•	•				
Constructibility / Estimating				4/26	•	•		•					
Transportation		2/15	•	•	•		•						
Seismic		2/14		•			•						
Natural Resources				•	•		•				•		•
Cultural Resources				•		•					•		•
Definition of Alternatives			•	•				•					
Urban Design / Aesthetics / Public Safety				•		•		•		•			
Emergency Management					•								
Social Services					•								
Diversity, Equity & Inclusion				•		•		•		•			•
City TAC				•		•		•		•			•



6. Current & Upcoming Activities

Public Involvement



**Education
Transparency
Solution Focused**



**Accessible
Inclusive
Culturally Responsive**

GOALS



**Community Benefit
Industry
Readiness**



**Agency Alignment
Coordination
Commitment**



7. CTF Work Plan



Multnomah County is creating an earthquake ready downtown river crossing.

March 2019

Community Task Force – Work Plan Schedule of Discussion Topics

OCTOBER 17, 2018

- Recommendations from Feasibility Phase
- Kick off Environmental Review Phase

MARCH 11, 2019

- NEPA 101
- History of the Burnside Bridge
- Task Force schedule
- Adopt final Charter

APRIL 2019

- Evaluation criteria 101
- Interests and needs
- Recommendations to inform early development of evaluation criteria

APRIL 2019

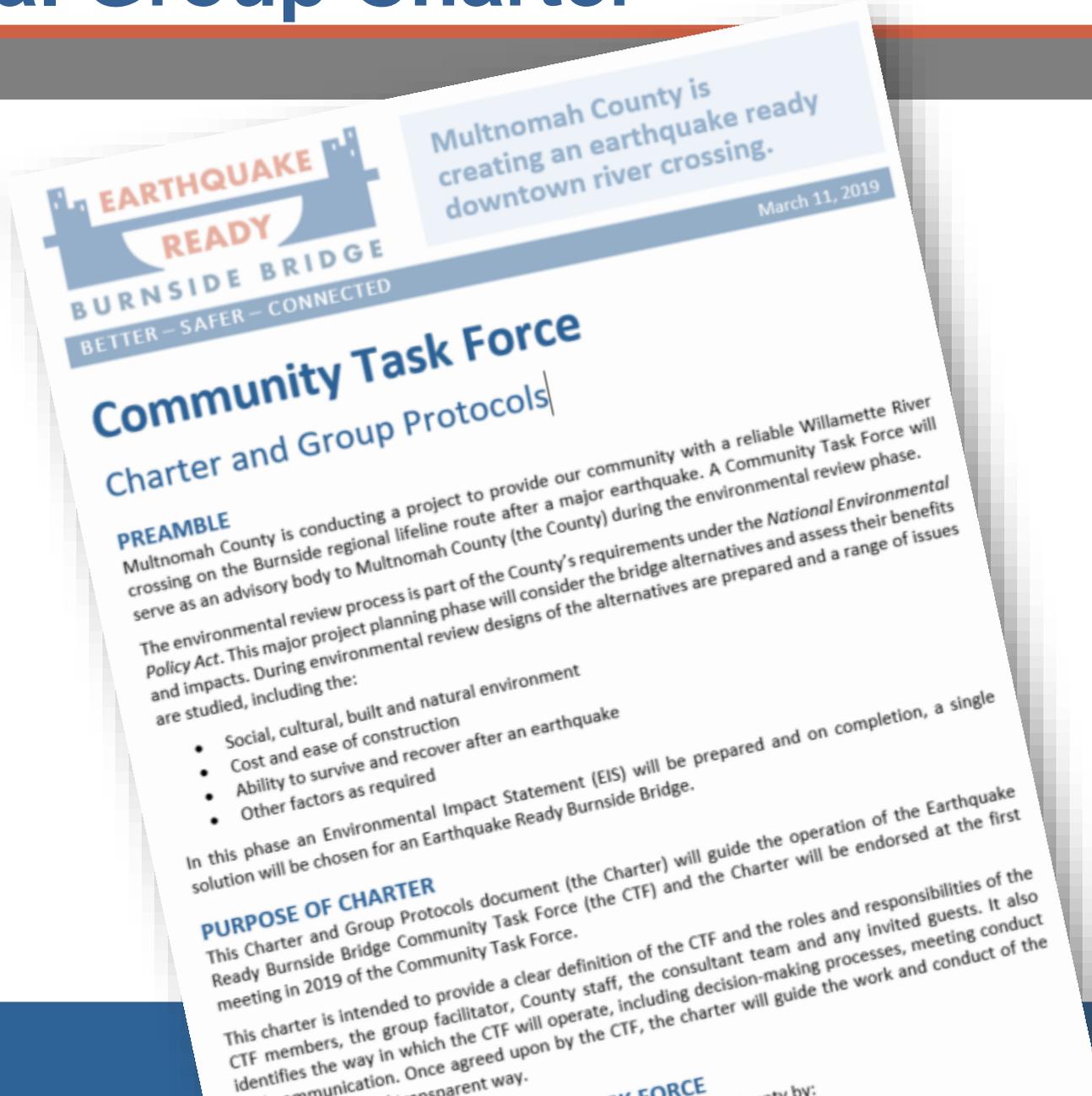
- Draft evaluation criteria
- Explore potential impacts and identify potential mitigation concepts
- Temporary Detour Bridge

MAY 2019

- Recommend final evaluation criteria for Policy Group consideration



8. Final Group Charter



9. Next Steps

Upcoming Meetings



- Next SASG meeting – May 2019
- Next CTF meeting – April 2019
- PG meeting – November 2019
- City Council briefing – *TBD*

9. Next Steps

Closing Remarks

Thank you!

